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Among the States

Ohio Constitution.—Ohio's citizens will vote in 1952 on the question of calling a constitutional convention. The issue is submitted automatically to the voters every twenty years in accordance with an article added to the State Constitution in 1912; prior action by the general assembly is not required. Late in 1949, the Ohio Program Commission established a committee to study the advisability of a constitutional convention. To acquaint the people with the issues involved, a series of meetings are being held throughout the State, and a booklet covering "Ohio's Constitution in the Making" has been made available for widespread distribution.

•

Flood Control Compact.—The Legislatures of **Connecticut, Massachusetts, New Hampshire,** and **Vermont** during 1951 ratified the Connecticut River Flood Control Compact. Consent of Congress must be secured to make effective this agreement which covers tax losses suffered by the up-river States and visualizes a comprehensive system of public works to prevent flood damage in the river valley.

•

Colored Oleo.—The **Pennsylvania** Legislature has acted to legalize the sale of colored oleomargarine, the seventh State to do so this year. This brings to forty the number of States which now permit sale of colored oleo. Other states acting this year include **Connecticut, Delaware, Illinois, Michigan, Oregon,** and **Wyoming.**

•

State Tax Collections.—State taxes, according to the United States Bureau of the Census, reached a new high of almost $9 billion during the fiscal year ended June 30, 1951. This was 12.6 per cent over the previous fiscal year, and a dollar increase of approximately $1 billion. The national average of State tax collections was $59.59 per capita. (See tables on pages 258-259.)

•

Alabama Legislation.—Enactments of the 1951 legislative session in Alabama included approval of the largest financial support for public schools in the State's history—$77.5 million for each of the next two years. Appropriations also included provisions for each of two new $450,000 housing units at the State Mental Hospital.

The Legislature raised the sales tax from two to three cents, most of the increased proceeds to go for educational support, including increased teachers' salaries. Fees for drivers' licenses were raised from $1.10 to $2.25—the licenses purchased for two years. The added funds will be used in part for hiring forty-two additional highway patrolmen and to raise salaries in the Department of Public Safety. The Legislature reduced passenger vehicle registration fees to a flat $3.00, effective October 1, 1952, as compared with an existing scaled basis, from $6.00 to $25.

•

Illinois Legislation.—The 1951 General Assembly appropriated approximately $124 million for the Illinois school distributive fund—an increase of about $24 million over the 1949-51 appropriation. It authorized school boards of any school districts to establish and maintain special education facilities for mentally handicapped children who are trainable and provided State aid for furnishing such facilities in amounts not to exceed $250 per pupil.

Penalties for illegal manufacture, possession, sale, and administering of narcotics were increased sharply.

The Legislature reapportioned the State into twenty-five congressional districts, a reduction of one, resulting from the population shift shown by the 1950 census. Other legislation included permission to all cities of up to 500,000 to submit the question of city manager government to a referendum and extension of the term of Cook County grand juries from thirty to ninety days.

(See item on "Illinois Reorganization, page 243.)

•

Michigan Legislation.—The Michigan Legislature appropriated $1,973,000 for civil defense in the coming year. Of this $308,000 is for administration; $665,000 for medical, communications, and fire-fighting equipment; and $1 million for a blood typing program.

The school aid bill, for the first time since 1946, provided for payment of the State's contribution to the teachers' retirement fund out of the general fund rather than from school-aid money. Together with an additional $2 million appropriation, this will mean approximately $9 of extra school-aid money for each school child in the State.

The Legislature authorized execution of an agreement with the Federal Security Agency for coverage of employees of the State and its political subdivisions, not now covered by an existing retirement system, in the Federal old-age and survivors insurance program.

Penalties for truck weight violations were increased. A new motor vehicle weight tax schedule provides for sharply increased fees for commercial vehicles.

The Michigan legislature reinstated the one-man grand jury system and provided for full immunity to witnesses appearing before grand juries.

Stiffer penalties were enacted for sale of narcotics to minors—imprisonment of from 5 to 20 years plus fines up to $5,000.

A ten-member legislative tax study committee was created to study and clarify the entire system of taxation in Michigan.

Ohio Legislation.—The Ohio General Assembly approved an estimated $25 million increase in State aid to public schools. The act requires a school year of not less than nine months, provides a State minimum salary and increment schedule for teachers, and changes the flat distribution rate per pupil to both elementary and secondary schools.

The Legislature approved a water pollution bill which sets up a five-member Water Pollution Control Board in the State Health Department with broad powers to control dumping of sewage and industrial wastes into Ohio streams.

Old-age pensions were increased a maximum of $5 a month, and raises were granted in unemployment compensation and workmen's compensation schedules.

Two anti-gambling measures were adopted. One, a so-called "padlock" bill, made commercial gambling establishments a common nuisance. Another made possession of slot machines a felony.

The Legislature passed a motorists' financial responsibility act which calls for revocation of driver permits and registration certificates of car owners who cannot furnish proof of ability to pay for damages and personal injuries caused by them. Truck license fees were increased sharply.

For the first time in thirty-eight years, the Legislature provided for congressional redistricting. It appropriated approximately $3.25 million for civil defense in the biennium.

●

Wisconsin Legislation.—The Wisconsin Legislature in this year's session gave the Governor authority to create a statewide civil defense organization and appropriated $50,000 a year to operate it. It also provided a $3 million emergency disaster fund.

All state employees received salary increases. Civil service employees were granted immediate raises ranging from $10 to $25 a month and an additional $10 cost-of-living increase. Faculty members at State schools and colleges received $20 to $30 a month additional. Among increases for elected officials, effective when the next terms of office begin, are raises for the Governor from $12,500 to $14,000 a year; Attorney General, from $8,500 to $10,000; and circuit judges, from $9,000 to $10,000.

Several bills were passed to tighten truck regulations. One set new weight limits, another increased penalties for violations, and a third established a 45-mile-per-hour speed limit for trucks weighing more than 10,000 pounds.

State aid to public schools was increased by approximately $2 million. A $75,000 fund was set up for the education of handicapped children in their homes.

The Legislature enacted a prisoner's conditional release law, expected to ease the readjustment of paroled prisoners and to reduce the number of repeaters. It requires that every prisoner must serve his maximum sentence, but not necessarily in prison. He may be paroled but remain under the supervision of parole officers.

Other action included enabling legislation which, if adopted, will permit State and local government employees to be covered under the federal old-age and survivors insurance program.

New Delaware River Memorial Bridge.—A new $44 million bridge now links Wilmington, Delaware, with New Jersey. Financed by the State of Delaware, the 2.04 mile-long bridge (with a suspension span of 2,150 feet) will be the sixth largest among the world's suspension bridges. The bridge will be paid for through tolls and will be operated and maintained by the Delaware State Highway Department. It is dedicated to Delaware and New Jersey servicemen who lost their lives in World War II.

●

Georgia State Employees.—The Georgia merit system and the Atlanta Branch of the University of Georgia have made arrangements for carrying out research projects in merit system administration. The plans call for staff of the university to conduct research in areas suggested by the State merit system director. Results of the studies will be turned over to the merit system director, who will make use of them as he sees fit.

●

Arizona Psychiatric Center.—Plans to open a new psychiatric center at the Arizona State Prison in the near future have been announced by Warden Lon Walters. Assisting him in setting up the center will be William Wasson, prominent Arizona criminologist.

●

New Jersey Building Authority.—Governor Alfred E. Driscoll has announced the creation of a New Jersey "State building authority" with power to finance construction of various State facilities, including a new State Office Building in vicinity of the capitol. A site already has been reserved.

●

Rainmaking.—"Rain-increasing" to a large extent has passed the experimental stage in the opinion of experts who attended the recent 15th annual Great Plains Agricultural Council at the University of Wyoming. Those attending heard how the General Electric research laboratory first became involved in experiments in 1940 and, in 1946, discovered methods of increasing moisture-making ice crystals in super-cooled clouds. **Colorado, Wyoming, California,** and **Arizona** have adopted statutes this year regulating such experiments, providing for licensing of the experimenters, and requiring comprehensive reports to the States concerned as to the results.

●

Wyoming Hospital for the Aged.—Wyoming recently opened a $450,000 Home and Hospital for the Aged, at Thermopolis. The institution has been under contemplation for a number of years and is the first institution of its type in the State.

●

Arizona Children's Colony.—Arizona expects to open a new Children's Colony home at Randolph in Novem-

ber with capacity for 252 children. It is Arizona's first State facility for the care, training, and education of mentally retarded children. Mr. Joseph R. Deacon, Assistant Superintendent of the training school at Vineland, New Jersey, has been appointed first director of cottage life at the new institution.

•

Non-Support Legislation.—Forty jurisdictions—thirty-eight States plus Puerto Rico and the Virgin Islands—have taken action providing interstate legislative cooperation to enforce support of dependents as recommended by the Drafting Committee of State Officials. The Council of State Governments has published a manual of procedure which outlines the various State acts in this field and includes citations and the names of State agencies that will provide detailed information concerning the operation of the laws.

•

Massachusetts "Superbypass".—The Massachusetts Department of Public Works recently unveiled a new 22.5 mile stretch of its "superbypass" highway, which skirts metropolitan Boston. Known as State Route 128, this new link eliminates an old, zigzag route which passed through every urban center along the way.

•

Alabama Intern Program.—The Alabama Department of Personnel has announced a program for interns in public administration. A written examination was given for this year's graduates at the various Alabama colleges and universities to select well-qualified young people for junior management assistant training. Those who passed are to be screened orally by a board of personnel officials. The best half dozen or so candidates will be selected for training and appointed at salaries of $175 a month. Appointees will serve in a training capacity in a State agency for three months.

After these three months, work of the trainee will be reviewed to determine whether he has measured up to required standards. If so, his assignment will be extended another three months at increased salary. If he makes a good showing during his second three months' training, he will be appointed a full-fledged Junior Management Assistant at about $235 a month.

The State Personnel Director, describing the plan, stated that if any trainee shows particular aptitude for a specialty, such as accounting, statistics, or research, he will be encouraged to continue in it rather than enter the broader field of administration and management.

•

Montana Little Hoover Committee.—Montana's recently established Committee on Reorganization of State Government has appointed an executive director and established a subcommittee to study State purchases and construction contracts.

Illinois Reorganization.—Seventy-eight of 166 bills sponsored by the Illinois "Little Hoover" Commission passed both houses of the Illinois Legislature in the 1951 session. Heading the list were measures streamlining State civil service procedures, transferring the Division of Parks to the Department of Conservation as a first step in establishing a new Department of Natural Resources and Conservation, consolidating the several ex-officio election boards into a single State electoral board, and revising the powers of certain code departments. Also adopted were about a dozen bills resulting from the commission's findings but not introduced under its sponsorship. A notable example is a new mental health code for Illinois.

•

New Hampshire Reorganization.—Governor Sherman Adams has reported that New Hampshire already is reaping benefits from the reorganization act of 1950. He estimated a yearly saving of $500,000 directly attributable to the reorganization, now well advanced toward completion. The Governor noted, however, that progress has been obscured by a 10 per cent increase in cost-of-living, which has substantially outdistanced the savings accomplished by reorganization.

•

Arizona Legislature.—Under an Arizona law providing for an increased number of Legislators when the vote for Governor increases, the next session at Phoenix will bring an increase of eight members. Whether the Seats may be filled by appointment of the supervisors of the counties affected, or whether the new Legislators must be elected at the next regular election is under advisement by the Attorney General.

•

Nebraska Studies and Proposals.—Nebraska's Legislature has submitted the question of annual legislative sessions to the Legislative Council for study. The council also was directed to study Nebraska taxation and compare it with taxation programs of other States.

The Legislature authorized a referendum at the 1952 election on a proposal to revise the State constitution to permit raising legislators' salaries from $872 to $1,250 per year. Another proposed constitutional amendment, to be submitted to the voters, would create an elected, six-member State Board of Education with power to appoint a Commissioner of Education; the latter would replace the present elected State Superintendent of Public Instruction.

•

Rhode Island Development Council.—The Rhode Island Development Council, created by the 1951 Legislature, has begun operations under the chairmanship of Edmund C. Mayo. The council has three principal operating divisions: planning, industry, and economic research. Its function is to promote the State's economic development, and it takes over activities formerly handled by a number of agencies.

New Hampshire Credit Corporation.—New Hampshire has become the second New England State to establish a credit corporation to provide capital for small business. (See August STATE GOVERNMENT—Governor Payne's article on the Maine Development Credit Corporation.) The New Hampshire Legislature this year created a "Business Development Corporation" and authorized an estimated $4 million to "promote, assist and encourage development and advancement" of business enterprises through loans.

•

Parole-Probation Compact.—Administrators of the Interstate Compact for the Supervision of Parolees and Probationers held their sixth annual meeting at Chicago in August. The conference celebrated entry of the forty-seventh and forty-eighth states into the compact; **North Carolina** and **Texas** took action to ratify this year. Judge Henry Hunt of **Connecticut** was elected President of the association for 1951-52.

•

Vermont's Withholding Tax.—Vermont's new withholding tax on incomes, which ran headlong into a refusal by the Federal government to withhold the State tax on the salaries of its employees living in Vermont, soon may have smoother sailing. The Federal Treasury has announced it will urge legislation to permit such withholding, saying: "State and local governments are cooperating generously in the administration of Federal taxes, and the Treasury strongly supports Federal cooperation with the States in this matter."

•

Western Regional Test Highway.—An Advisory Board of the Western Association of State Highway Officials—composed of the State Highway Engineers of the eleven western States and representatives of the United States Bureau of Public Roads and the Council of State Governments—met in San Francisco recently to draw up plans for road-testing experiments to be launched shortly in southern Idaho. W. C. Williams of Oregon was appointed Chairman of the Board by W. A. Bugge, Director of the Washington Department of Highways and President of the association. Proposals were submitted by the association's standards committee. The experiments will be conducted under the direction of the National Highway Research Board. It was agreed that a section of highway near Malad, Idaho, would constitute a satisfactory experimental ground, with conditions substantially similar to those obtaining in the greater part of the western area. Initial construction is scheduled to begin this autumn. Completion of the test highway is scheduled for the autumn of 1952.

•

Northeastern Highway Conference.—Chairmen of Commissions on Interstate Cooperation and heads of regional continuing committees on highway and motor vehicle problems met in New York City recently to plan for the Northeastern Regional Highway Safety and Motor Vehicle Conference, which in November will mark its 16th consecutive annual meeting. Important matters scheduled for action include consideration of a model flammable liquids law, problems with respect to liquefied petroleum gas, and questions of trade barriers and retaliatory tax legislation.

•

Colorado Tax Collections.—Collections in the Colorado State Revenue Department increased more than 11 per cent during the year which ended June 30. Total collections were $94,438,396. The increases were in the sales, income, and motor fuel departments.

•

"Incochamp".—The Interstate Commission on the Lake Champlain Basin, established last year by the interstate cooperation agencies of **Vermont** and **New York,** held its Second Annual Conference at Basin Harbor, Vermont in August. Purpose of the commission is to develop the resources of the bi-state Lake Champlain area. Among actions taken at the meeting were resolutions urging use of the lake as an inland waterway, improvement of navigation facilities, and participation by the Province of Quebec in commission activities. Assemblyman James FitzPatrick of New York was elected chairman for 1951-52.

•

Arizona Tax Study.—Assistance of the University of Arizona and the State Colleges at Tempe and Flagstaff have been enlisted in a study of Arizona's tax structure by the Special Legislative Committee on Governmental Operations. The University will report on the effect of abolishing the ad valorem tax and personal property tax at the State level. The State College at Tempe will compare methods used by the various States in taxing mines. Arizona State College at Flagstaff will study the State's tax exemption problems. The colleges were not asked to submit recommendations for action but simply to submit facts.

STATE GOVERNMENT

THE MAGAZINE OF STATE AFFAIRS

VOLUME XXIV OCTOBER, 1951 NUMBER 10

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STATE GOVERNMENT is published monthly by the Council of State Governments, 1313 East 60th Street, Chicago 37, Illinois. It is a forum for the discussion of governmental problems of interest to its readers. The views expressed by its contributors are not necessarily the views of the Council of State Governments.

Address communications to STATE GOVERNMENT, 1313 East 60th Street, Chicago 37, Illinois. Contributors' manuscripts should reach this office at least one month before publication date. Reprints available at cost. Copies of STATE GOVERNMENT are available at 50 cents each, or $5.00 per yearly subscription.

FRANK SMOTHERS
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The Statehouse as a School for Statecraft

By Albert Lepawsky*

The Statehouse is one of the most unusual but unknown schools in the country—a school for statecraft.

In the forty-eight State capitols of the Nation, their neighboring administrative office buildings, and their numerous field offices scattered over the States, one million public employees are at work, performing a great variety of jobs ranging from technical routines to administrative management. These public servants carry out those interstitial duties of American government which fall between the broad policy responsibilities of the Federal government and the essential service functions of our local governments. No recognized group of colleges or universities or technical schools trains this public profession, as in the case of engineering, or medicine, or law, or the military. Perhaps none ever will, because the duties of the public service are so varied and because we in America hesitate to train a governing class in isolation from the rest of our citizenry.

Nevertheless, we are beginning to develop a professional corps of public servants through a variety of university training programs in the field of public administration and in some instances through internship programs uniquely located inside the Statehouse itself.

The internship idea, that is systematic, on-the-job training for a profession, is, of course, not new. It is best known in the field of medicine, where the internship year is the final year of organized education for all doctors. Before the advent of our law colleges, the "reading of law" in a practicing lawyer's office was also a frequent preliminary to admission to the bar. Other professions, too, have profited over the years not only from the availability of professional colleges and curricula, but also from association, on-the-job, between the younger and the more experienced members of each profession. In the field of government, internships are developing more slowly and steadily.

In the Federal government, the system is known as the JMA (Junior Management Assistant) Program. Under the JMA program, unusually promising college graduates in the fields of the social and administrative sciences, including both business and public administration, are tested, interviewed, selected, and assigned for full-time training within the various Federal departments and agencies at a relatively substantial level of administrative responsibility. Hundreds of young Federal administrative and executive employees already have been placed successfully under the JMA Program during the last decade. Whether we are getting the best talent in our national government, it is difficult to say. But we certainly are getting well-educated talent, are carefully training young executives under a professional internship system, and undoubtedly are building up a fine administrative corps to help us handle our national and international problems.

Certain cities are beginning to follow suit under the stimulus of local university or college curricula emphasizing such courses as public administration, municipal administration, personnel administration, financial administration, or local planning. The internship in these cases may consist of an official assignment on the part of the student for a period that is short of a full school semester, or even for a few hours a week while he continues to attend his regular courses, or just long enough for him to learn how to make a somewhat academic, on-the-job survey of some current administrative problem. But the principle of internship is preserved, and the student is offered practical training in routine administration or management technique or research method or policy formulation under the guidance of an experienced public official. The University of Maine offers an interesting type of such training in its "School for City Managers."

At the State level there are few examples to draw from, but what is being done here represents a system of responsible direction by State administrative agencies, along with a general form of supervision by university professors and educational personnel connected with the many curricula, the several programs, and the occasionally independent colleges which specialize in public administration, political science, and related public affairs fields.

One such system is that carried on by the Southern Regional Training Program in Public Administration, an interstate undertaking of the Universities of Alabama, Tennessee, and Kentucky. SRTP,

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as it is known in university and administrative circles, graduates only about ten interns or fellows each year, but it has demonstrated the feasibility of directed internships in the Statehouse as an integral part of advanced professional training in public administration. Since 1945, SRTP has "certificated" almost sixty fellows after a year's graduate training, one-quarter of which is, in all cases, spent in a full-time internship in some southern public office. Forty of these internships were served in State offices, the rest in Federal regional offices like the Tennessee Valley Authority, except for a few which were served in city managers' offices in the South.

Some of the State offices which train SRTP interns are the Alabama Departments of Revenue, Personnel, and Prisons, and the Alabama State Planning Board; the Tennessee Departments of Conservation, Welfare, and Personnel, and the Tennessee State Planning Commission; the Kentucky Departments of Finance and Revenue and the Kentucky Legislative Research Commission.

The average SRTP fellow enters the program after he (or she, since one-third have been women during the war and postwar periods) has earned his bachelor's degree majoring in public administration, political science, business administration, or related social or administrative sciences. In a majority of cases, he comes from the colleges or universities of the South, although Northern universities are liberally represented. All of the fellows are subsidized by a moderate stipend, paid mainly by the cooperating universities from grant funds, but are supported in part by the official internship agencies. The year's program starts in June, after a brief orientation period at the University of Alabama. The first quarter is devoted to the internship, the second to general studies at the University of Alabama, the third to technical studies at the University of Tennessee, and the fourth to practical courses at the University of Kentucky.

STARTING the program out with the internship is a reversal of the practice of the medical profession, in which the training ends with the internship. Originally this plan was adopted by SRTP as a matter of convenience, since the year's program starts in the summer directly after graduation, and it is in the summer when the university professors tend to be on leave and do not offer their full line of graduate courses. However, the early internship also has proven educationally sound, since the fellows in most cases already have had a full series of undergraduate courses in their fields of government, and since it is advantageous to sandwich in the direct experience as interns in government between their undergraduate training and their academic year of advanced university work. During this advanced academic training, the concrete experience of the internship is constantly drawn upon to illustrate the principles brought out in the courses given at all three institutions.

While the students and professors participating in the SRTP agree upon the importance of most of the advanced courses taken at these institutions, there is some informed opinion within the program that its most valuable assets are these:

1. As careful selection as possible from among a number of promising candidates on the basis of undergraduate performance, on the basis of their rating in a battery of SRTP tests designed to determine their general capacity for administrative training, and on the basis of recommendations and interviews.

2. Constant individual guidance and direction of the fellows by the professors assigned to their courses, by the members of the special inter-university committee which supervises the SRTP, and by an Educational Director who devotes much of his time to the SRTP.

3. The practical internship served in a public office under experienced civil servants who are enthusiastic about utilizing the services as well as developing the capabilities of the SRTP fellows.

TO THE State authorities, the services of the SRTP fellows are available in various ways.

As interns, they are full-time employees of the agency which trains them. In this capacity, as administrative aides, they perform all manner of on-the-job services, ranging from routine clerical or statistical checking to the making of full-fledged administrative decisions under the supervision of the director of the agency to which they are assigned. Often a fellow will be designated for the bulk of his internship to act as administrative assistant to a division chief within the department; or he will be assigned to investigate, report, and recommend on the most bothersome policy or procedural problems the agency has been facing recently but to which it has not been able to divert enough attention in the face of its recurring operating responsibilities. The intern does not have, and is not expected to have, a full knowledge of all the technical responsibilities of the agency to which he is assigned. He is expected to acquire a working acquaintance with the subject-matter, and he does have, or soon acquires, a specialized grasp of the agency's administrative, financial, personnel procedural, and management policies and problems. As a result of these interests and insights, the State agencies find they can profitably assign to the interns regular duties and selected problems.

Moreover, the State agencies desire participation in SRTP internships because they like to have contact with various specialists from the universities connected with the program as well as with these advanced students, all of whom keep abreast of tested practices and principles of public administration. Visiting university personnel as well as the fellows at the State capitols show a sympathetic interest in the otherwise isolated subject-matter specialties of these public officials, and such interest is appreciated by public servants. It is coming to be both essential and desired in State government circles, moreover, to keep up with the rising science of public management, with the local or State chapters of the American Society for Public Administration, and with State or regional programs for specialized training in the fields of public affairs. In fact, there are not enough SRTP fellows to fill the demand, and, in order to keep the peace in the Statehouse, it sometimes is necessary to rotate internships from agency to agency from year to year.

Finally, SRTP is popular because there is steadily being recruited from among its graduates the future administrators of the State. SRTP "externs," as the employed interns sometimes are called, now hold the position of budget director in one State, prison personnel director in another State, popular legislative representative in a third State. Throughout the South they will be found occupying positions of executive assistants to departmental directors, personnel technicians, revenue researchers, budget analysts, financial experts.

In one State alone, the Statehouse has fifteen SRTP "externs" who occupy some of the key positions in the administration. Although some of the university managers of the SRTP are worried about undue concentration of employment of this kind, the State officials concerned are perhaps too well-satisfied. One department head in the State offered to hire the entire batch of forthcoming SRTP graduates, lock, stock, and barrel, sight unseen. Needless to say, he was not permitted to do so. The Governor of the same State knew each of the SRTP externs in the Statehouse, had followed their individual careers, and could discuss technical problems of personnel and training with the Educational Director as fluently as the most enthusiastic professors of public administration.

These comments about the SRTP are merely by way of illustration. Individual States elsewhere are beginning to offer internships and indeed have done so, in various forms, for many years. In Wisconsin there was, at the beginning of the century, a collaborative program between the University and the Statehouse which represented a governmental renaissance movement of historical importance. At about the same time, the New York Training School for Public Service, though centered largely in the municipal field, stimulated a similar development in New York State, which today is still a leader in internship training through an intra-state group of cooperating universities.

Excellent as are some of our university training courses for the public service, some of the richest sources for such specialized training are available in the hands of the State governments themselves. Moreover, the States have the responsibility. The Federal government, which is coming to be dominated by newer and newer burdens of world order and domestic production, may have to divest itself of more and more operating functions in the political, social, and economic spheres, and to delegate them to our regional, State and local authorities. The States, on their part, need to bring more order and planning into their own services and functions and must help to regulate the growing burdens of our rural, municipal, and metropolitan governments.

There is still a place for daring experimentation on a State basis in such fields as economic development, resources management, and social welfare, and it is going to take professional, trained, and enthusiastic executive, legislative, and administrative leadership to devise the State policies and operate the State mechanisms that are bound to be demanded in these fields by a harassed citizenry in a crisis era like the present. Where is this leadership to come from if not, in some measure, from our specially trained personnel in the field of public administration and public affairs?

There will be political as well as administrative compensations in such a systematic development of public personnel. A foresighted Governor, who makes one of the planks in his platform that of modernized public management under professional administrators recruited from a corps of university-trained interns, can change the tone of public service in a Statehouse within a single term and thus give support to his substantive program.

But political policies, too, are subject to research and inquiry, evaluation and testing, under technical standards which are becoming associated with modern public administration. And the young persons being turned out by our training programs in public administration, political science, public affairs, and related social science studies can offer political leaders valuable talents and techniques in the policy fields. Who knows but that some of these students may aspire to positions of future political

(*Concluded on Page 260*)

Televising the Legislature in Oklahoma

By Paul Harkey

Member, the Oklahoma House of Representatives

Despite great reluctance on the part of many members and spirited opposition from a few, radio station WKY-TV, Oklahoma City, undertook this year one of the greatest public services that could be rendered by a communications medium for the benefit of good government. It began the televising of the Legislature in action. Many feel that it is the closest approach to a revival of the old New England town meeting type of government that is possible in these days of "big government."

From the standpoint of the legislators WKY-TV almost slipped in on them to begin the series of broadcasts. When P. A. Sugg, manager of the station, first suggested that he would be willing to cancel two paid programs each week in order to televise the Legislature, his proposal was not greeted too enthusiastically either by the Legislature or the press of Oklahoma. One House member called it "the silliest thing I've ever heard of" and went on to explain: "One man can get up and make a fool of himself, and the people back home would think we were all that way."

One of the State's leading dailies editorialized that the Legislature wouldn't really become popular on TV until its members got together and decided who would be the villains and who the heroes. "The reason wrestling is so popular with the screen-gazers," it said, "is because there's never any doubt about the cruel, treacherous, conniving, deceitful nature of one of the muscular monsters or of the upright manliness of the other. The public doesn't like to be puzzled. If the legislators are going to compete with other TV attractions, they'll need showmanship. And it mustn't be subtle. Perhaps it would be well for the solons to wear identifying signs."

After a thorough discussion the House Committee on Rules and Procedure gave the go-ahead signal on televising the opening session of Oklahoma's 23rd Legislature, and the Governor's address a week later. Prior to each session, Edna Gibson, the Executive Secretary of the State Cosmetology Board set up a make-up bar outside the House Chamber, where each Legislator could get properly made up for the television broadcast. There were no takers for the offered embellishment, but the number who approached and shied away indicates that it may have been fear of ridicule that kept some of the Legislators from making themselves more "telegenic."

After the first two telecasts, most of the opposition in the Legislature faded, and the individual members realized that TV was here to stay as long as WKY-TV desired to avail itself of the opportunity.

Probably the strongest reaction for the televised sessions set in when people on the street would comment to individual Legislators that what they saw on television was so different from what "political" newspaper reports had represented a situation to be. Individual Legislators began to realize that in television their true actions were being presented without editing or bias, and that television could be depended upon accurately to show the people of Oklahoma what their Legislature was doing.

The immediate results included improvement in decorum—not that the Oklahoma Legislature had any lack of it, but the customary reading of newspapers while in session, feet on desks, small caucuses held in the aisles, etc., were non-existent while the camera's red light was on. Some members would groom themselves more carefully on days when they were to be televised; the grooming sometimes took the form of adding certain individual characteristics by which a member could be identified more speedily on the floor. No one took the editor's suggestion of wearing signs saying "Hero," "Democrat," "Veteran," or "Villain," but bow ties, cowboy boots, and figured shirts appeared more than in previous sessions, usually on Tuesdays or Thursdays—the days when the Legislature was telecast.

Several basic problems and many pitfalls are involved in telecasting a Legislature. One problem that will exist with the placing of any Legislature on television is the engineering preparation involved. To place a house of the Oklahoma Legislature on television for a one-hour program, the service of three engineers is needed for almost one full day. To go on the air at 2 p.m., the engineers would have to arrive at the State Capitol with expensive equipment at 10:30 a.m. They must carry several hundred pounds of equipment up six floors, arrange and test their cameras, microphones, and audio equipment. They must lay more than a thousand feet of cable, including two camera cables, a communications cable, and a power cable to the mobile transmitter outside the capitol building.

The antenna of the micro-wave transmitter on top of the mobile unit must be aligned with a relay transmitter in downtown Oklahoma City. From there on the project is faced with only the normal routine of a show being televised from a studio.

During the telecast, two cameras mounted one in each gallery are constantly in use. The director, stationed outside in the mobile transmitter, picks the best presentation from his monitoring screen, and if he wants a close-up shot of a single individual, or a "middle distance" shot of a group, he instructs the cameraman. After one particularly hot debate that appeared on television one Representative had a call from a female friend who told him that the close-up "shot" of him while speaking made him look like a "mad bull." From that day on, the Representative usually adopted Ferdinand's docile attitude toward all things during television.

Ewing Canaday, one of Oklahoma's outstanding radio reporters, did all the comment and narrative of the telecasts. His performance was superb in that he only laid down for his listeners the basic scene and avoided interrupting the continuity unless the lawmakers got into a complicated parliamentary tangle, where comment was necessary. These situations arise rather frequently, when the entire play changes hands—for example when a motion to table has been made—and without able comment the television audience could become confused. The Speaker had the Chief Clerk of the House of Representatives sit with Mr. Canaday during all telecasts of the House, so that together they could untangle for the people a procedural situation that the House had difficulty in untangling for itself.

There must be a thorough understanding with the program director and cameramen concerning just what actions of the Legislators they will focus on, and what they will ignore. The question of libel or slander (whichever it might be in the event of televised defamation) is present in that through confusion a member might be discredited. This could happen when someone seated without permission at the desk of a member was guilty of unlegislative conduct, and the camera would pick up in the same scene the name plate of the member at whose desk the scene occurred. Such minor infractions as reading newspapers, important private conversations between members, etc., should be avoided by the cameras. Rules cannot be devised that will cover all situations of this type, but, with sympathetic cooperation between program director, cameramen, Speaker, and floor leader, situations will be avoided which might unfairly reflect discredit on an individual member, or which might make the radio station liable.

From the viewer standpoint, the most interesting legislative actions are public committee hearings. Unfortunately WKY-TV was not on the air during the times these public hearings were being conducted in the mornings. There is where the controversy arises that makes the real drama, and there is always plenty of audience participation. Very often the Legislators show up in the public hearings as more intelligent than the expert witnesses and lobbyists who appear, and this is certainly to the credit of the Legislators. Any programming of television broadcasts should include as many committee hearings as possible. Many members of the Oklahoma Legislature feel that televising of committee hearings is of sufficient importance to change the time of some meetings to permit their being put on the air.

When the broadcasts were first scheduled, the plan was to show each House once a week, and to alternate shows so that the House on the air one Tuesday would have its next showing on Thursday of the following week. This arrangement did not work quite as satisfactorily as had been hoped, so no definite schedule was adopted. The program director would select the House whose calendar looked the most promising for that day, and televise that House. This resulted in the House of Representatives being telecast more than the Senate. The Senate uses no public address system, and it was sometimes difficult for a Senator to speak loud enough for the WKY microphones in the gallery to pick up his voice. The House uses five microphones on the floor, and it was a relatively simple matter to plug the radio communications cable into the House amplifier and have near perfect audio presentation.

Authors of controversial bills in which there was a wide public interest usually managed to have them set for special order at a time which would coincide with television. The floor leaders of the respective houses were diligent on television days to insure that all routine procedural matters were disposed of before television time arrived.

It is the consensus of Oklahoma's Legislators that television of the Legislature is here to stay. Few of the disadvantages predicted for it materialized, and it took only one or two TV-fan letters to make an opponent say it was not too much of a nuisance.

In addition to the fan mail and telephone calls received, WKY-TV received responses which were most gratifying to its management. The general

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Rent Control—The Role of the States

By Tighe E. Woods

United States Director of Rent Stabilization

For the first time since the Korean war threw our armed services and defense industry into high gear fifteen months ago, the Federal government has effective powers to cope with the nation's critical housing problem.

These powers were voted by Congress in amendments to the Rent Law of 1947 (as amended). They became effective when President Truman signed the measure on July 31, 1951, and are effective until June 30, 1952.

The changes in the law are important to all Governors and officials of States as well as to cities and counties. The present brief article deals with facets of the law which most concern State officials.

Before going into the details, let me say that this office (formerly known as the Office of the Housing Expediter) intends to carry out a vigorous administration of the newly delegated powers. We are going to be zealous protectors of servicemen and defense workers in overcrowded housing areas. In doing that we necessarily shall be seeking the cooperation of Governors, mayors, and county boards of supervisors.

State governments under the new law retain their responsibilities in connection with rent control and have been given added obligations.

As before, Governors nominate members of the rent advisory boards that give to each locality under control representation from all interests who are affected. If a Governor does not act upon a request for nominations within thirty days, the act specifies that I may make direct appointments. These appointments are made from landlord, tenant, and public interest groups with a balanced representation and with not less than five members of each board.

Powers of the local rent advisory boards themselves remain unchanged, and, as before, members serve in voluntary capacity, unpaid, to make important recommendations which affect rent decisions in their cities.

Any landlord or tenant who dislikes the decision of the local rent officials can get a review by the rent advisory board. To handle appeals of this sort, board members spend as many as thirty hours a week in many localities. You'll find them carefully examining each case that comes to them, sacrificing an evening or so a week trudging up and down stairs, into and out of basement apartments, driving into hard-to-reach areas in their own cars, in an effort to find out for themselves if a rent increase or a tenant's complaint is justified.

In addition to this painstaking, grubbing, individual work, the Rent Advisory Board members have the power to recommend to me, as Director of Rent Stabilization in Washington, a general increase in rents. They may suggest recontrol. And they may suggest decontrol. If properly substantiated, a local board recommendation must be put into effect.

The boards also may function on a standby basis in localities which are decontrolled and can be ready to be reactivated if a substantial housing shortage again threatens their community.

Congress felt that States have a legitimate interest in whether or not Federal rent control should operate in their territories. However, Congress noted that the expanded defense activity could cause drastic changes in the housing situation in any State.

For that reason, States and local governing bodies were given the authority to ask the reestablishment of Federal rent control as well as decontrol. This makes "local option" a two-way street for the first time. It also put a defense activity safety valve in areas of the greatest defense activities within the State. So one of the most important sections of the new law which affects every State Legislature and every local governing body is the local option provision. Now, besides continuing the power of local and State governments to vote themselves out of the Federal rent stabilization program if they feel the State or local housing shortage has been met and solved, Congress allows them to come back in. Under the old law, no governing body that decontrolled by local option could bring back Federal controls once it had taken action, no matter how serious its housing problem might become.

Every State Legislature now has authority to pass a law recontrolling the entire State or any part of the State, as well as to decontrol it. The local governing bodies in all localities within a State also can be recontrolled by the same method it used to decontrol. In the case of decontrols, the local governing body, after holding a public hearing, simply passes a resolution that the housing shortage has been reasonably met. In the case of recontrol, the

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Budget Preparation in Kentucky

The First Step in the Budget Calendar

By L. Felix Joyner and John P. Stanley*

Budget Division, Commonwealth of Kentucky

Kentucky is one of the few States which prepare a biennial budget this year. Consequently, during the last few months the staff of the Budget Division has made an effort to discover material dealing with the techniques of budgeting in other States. We have found that there is a dearth of such material. Even in our own files there is little recorded information on past budgeting experience. Somewhat to our surprise we discovered that nearly all budget studies are concerned with the theory of budgeting.

We feel that theory is only one of the facets of budgeting with which the budget practitioner must be familiar. Just as important are the methods and procedures employed in formulating a budget document.

It is our intention during the present budget process in Kentucky to record for each operation of the budget calendar the methods used in completing it and the considerations which played a part in selection of those methods.

Our budget calendar is as follows:

June 1–30	Initial conferences with the agencies
July 1–August 31	Preparation of the estimates forms by the Budget Division
August 1–September 30	Preparation of the estimates forms by the agencies
October 1–31	Review and tabulation of estimates by the Budget Division
November 1–30	Agency hearings with the Budget Division
December 1–31	Agency hearings with the Governor and the Budget Division
	Preparation of the Budget Document by the Budget Division

*Mr. Joyner is the Assistant Director and Mr. Stanley is the Budget Analyst of the Kentucky Budget Division.

At this writing we have completed the first operation of the calendar, and this paper is a record of the experience. It is a description of budget conferences as practiced by the State government of Kentucky, offered as an example, and to invite similar descriptions from other States for the mutual benefit of all.

It was felt that the selection of a month in which to begin the work of preparing the 1952–54 budget must satisfy three demands. It should be a month during which the work load of the Budget Division is comparatively small. It should be a month which would leave time enough for the subsequent stages of the budget calendar, and to give the agencies sufficient advance information about the time schedule, work load, and procedures involved. There should not be too great a time lag between preliminary discussion of the budget preparation and the presentation of the budget forms in August to the agencies; otherwise, the discussions might lose some of their effect.

Although June does not satisfy those requirements completely it seemed the best possible choice. The time lag between the meetings and the issuance of the budget forms is more than would be ideally desirable, but an earlier month would increase the time lag, and a later one would have presented irreconcilable conflict with the rest of the budget calendar, which brings ever increasing work for the Budget Division. It was felt that June meetings would provide ample forewarning of the budget job to the agencies. Despite the fact that June ushers in a host of requests for transfers which involve considerable routine work for the Budget Division, meeting dates were spaced conveniently enough to permit the analysts to clear their desks of this work.

The following considerations entered into determination as to where the meetings were to be held.

1. What sections of the Commonwealth have sufficient numbers of agencies (size of the agencies' operations being a contributing factor) to warrant setting up of a meeting in them?

2. Which agency in a selected area is most accessible to the other agencies in that area and at the same time has adequate facilities (blackboards, eating accommodations, room space) for a budget conference?

3. Would the agencies' attendance be small enough to permit individual attention to particular problems of all the agencies by budget analysts without requiring their absence from the Budget Division in such numbers as to impede its routine work seriously?

4. What would be the cost to the Commonwealth of holding one meeting (or several meetings) in Frankfort as compared with the cost of holding meetings in different localities?

On the basis of these considerations, seven out-of-Frankfort conferences were held in widely separated sections of Kentucky, in addition to those at Frankfort.

The selection of eight places, rather than the capital only, served both to keep the meetings small and to minimize the number of Budget Division personnel required to attend them.

It was decided to hold a number of Frankfort meetings for those agencies having their offices in Frankfort. These were designed to group agencies with related problems together. Agencies with large operations were singled out for separate conferences.

Twenty representatives of eight agencies attended the largest conference outside Frankfort. The smallest was attended by seven representatives of three agencies. At none was the number of representatives so large that sufficient time could not be given to answering any questions the agencies had. It was apparent, however, that the smaller groups resulted in better meetings.

The places selected were close enough to the localities of attending agencies that, except in two cases, drives over fifty miles were not required. There appeared to be genuine appreciation on the part of the agencies of the Budget Division's efforts to make the meetings convenient for them.

The total Budget Division travel cost for these conferences was $220. We believe it has been cheaper for one car of budget personnel to meet with representatives of several agencies at a convenient location in the field than to require all agencies to send personnel to a Frankfort conference.

THERE were two phases in the conference discussions. The first phase was general, the whole group in attendance. Discussion included presentation of the budget calendar, brief explanation of the budget forms and how they are to be assembled (the speakers being aided by large charts and a distribution of the *Budget Handbook*), description of the method by which the Budget Division would supply expenditure analysis material and the purposes for which it might be used, and an outline of the types of justifications and development of standards of measurement needed to present a performance-type budget.

The second phase involved a breakup of the attending agencies into meetings led by budget analysts assigned to participating agencies. These conferences were devoted to assisting the agencies in any special problems they might have in preparing their estimates. It is the Budget Division's goal to prepare a performance-type budget for the first time. To do this, the agencies will have to develop standards of measurement which will indicate their work load. Accordingly, the analysts devoted most of their time in the smaller meetings to explaining and suggesting standards of measurement which might apply to a given agency, and they explained the merits of the performance-type budget. The meetings also provided opportunity to schedule visits by the analysts to the agencies from August 15 to September 30 to assist them in the actual preparation of estimates.

Every potential claimant against the general fund was invited to attend one of the meetings, and all those invited attended. Total attendance was 187. Representatives from the agencies in all cases included administrators and clerical workers, which gave both the "planners" and the "diggers" opportunity to appreciate each others' respective tasks and reflected the fact that budgeting is a top-management job as well as a clerical one.

The total cost of this operation to the Budget Division, aside from salaries, approximated $285.

ATTENDANCE and cost are the only tangible means of evaluating the meetings at this time. A comparison of budget estimates for 1950–52 and 1952–54 will tell the story more completely. In such intangible things as better relationships of the Budget Division with the agencies, mutual appreciation of budgetary problems, and the general reaction of the agencies to the meetings, there is no positive means of gauging results. But we feel that much has been gained in all of them.

A by-product was the opportunity provided newly assigned analysts to meet representatives of the agencies under rather ideal conditions—in small meetings at which the analysts were offering service to the agencies.

Other by-products were suggestions from agency representatives which will expedite the budget work. For example, it was suggested that there was no reason why the personal service forms could not be

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The State of Recreation in the State of Vermont

By Theresa S. Brungardt

Vermont Director of Recreation

Eben Brown, a clean-cut young farmer from Royalton, Vermont, was telling the group his idea of family fun in skiing. Sitting with him on a platform in the City Hall were Andrea Mead, Olympic ski star; Charles D. Lord of the Mt. Mansfield Ski Lift; Jackson Perry, recreation director of Leominster, Massachusetts, and other sports experts.

In front of the platform Vermonters of all ages listened intently. They interrupted each speaker with occasional questions about ski tow operation, ski equipment, snow sculpture, skating rinks, and winter carnivals.

This winter sports discussion was only a section of one of the most popular events in Vermont—the Governor's Conference on Recreation, staged annually by the State Department of Recreation. Five successive Vermont Governors have sponsored the one-day meeting.

Every autumn the Montpelier City Hall and Community Building hums with activity as several hundred folks, from the Canadian to the Massachusetts border, from the Connecticut River to the Lake Champlain boundaries, hurry from winter sports to crafts sessions, from those on hospital recreation to others on small community plans.

Recreation board and committee members, teachers, clergymen, 4-H and Grange members, and Scout leaders, and other interested citizens crowd the discussion rooms to get and exchange ideas for their recreation programs, to listen, ask questions, praise, and disagree.

The State Department of Recreation makes every effort to serve all recreation interests. The wide range of conference discussions and workshops includes such diverse topics as long-range planning, construction of swimming pools, playground equipment, programs for young people and senior citizens, dramatics, music, and square dancing—the latter always especially popular.

The conference is highlighted by the Governor's dinner, with an outstanding authority in the recreation field as the principal speaker.

The State Recreation Department this year conducted its ninth annual Governor's Conference in September.

Vermont's state interest in community recreation began in 1938 with the appointment of a State Recreation Committee by former Governor George D. Aiken, now United States Senator. In 1943 the late Governor William H. Wills appointed a State Recreation Committee and a Director to assist, upon request, communities wanting help.

The Community Recreation Service was a division of the Council of Safety, the civilian defense organization of the State. (An interesting sidelight is that the first Vermont Council of Safety was organized in 1777 to direct the affairs of the new State until a suitable government could be formed, and as a protection against the British.)

The 1945 Legislature gave its blessing to the Community Recreation Service by appropriating $12,000 for the biennium. In 1947 it created a Vermont Recreation Board and a State Department of Recreation. The appropriation for the present biennium is $27,030.

The act in question is terse. "The purpose of the Recreation Board," it states, "shall be to provide, upon request, to the municipalities and to other political subdivisions of the state and to non-governmental organizations, assistance in their development of wholesome and adequate community recreation programs."

Vermont is a small State, with a total population of 375,833. Her people live in eight cities (the largest, Burlington, with a population of 33,039), 238 organized towns, 65 incorporated villages, 5 unorganized towns, and 5 gores. The towns range in population from 64 to 12,000 persons. The State has seven towns with year-round programs of recreation and sixty-five towns with part-time programs. Local tax appropriations for the purpose range from $1 to $32,500.

Vermonters, long aware of the importance of tourist recreation, are becoming increasingly conscious of their own need for community recreation. As a result, communities large and small are requesting more and more help from the State Department of Recreation. The two words "upon request," found in the Recreation Act, represent a fundamental point in the Vermont concept of community recreation. Only upon request does the State department

assist a community to discover, mobilize, and use its physical and human resources to meet recreation needs, raise standards, and build solidly for the future.

The department has no authoritative control or supervision. Its aim is to help communities solve their own problems in the best Vermont tradition of local self-government and initiative. Plans are developed by each community to meet its own particular need. The many requests for counsel indicate that the service is needed, wanted, and used.

The department frequently is asked to make a survey, study, or appraisal of existing resources and needs, with recommendations for priority planning of program and facilities. Overlooked possibilities for facilities and leadership frequently are discovered.

Oftentimes the cry in small communities is that there is over-organization, with the same people belonging to all organizations. Through the formation of a community recreation council made up of representatives of all organizations, together with other interested citizens, overlapping can be avoided. The existence of a council emphasizes that recreation is a community obligation and encourages the pooling of suggestions, techniques, ideas, and leadership.

The council raises funds and serves as a fine medium for interpreting the value of a recreation program to the taxpayer, the ultimate goal being tax support for recreation.

It is encouraging to find tiny communities securing from tax funds $100 for equipment, $250 to buy land for a recreation field, $1,500 for remodeling an old building into a community center, or $1.00 to rent a bathing beach.

Northfield, a town of 3,601, wanted help in planning a recreation project as a living war memorial. A survey was made and recommendations resulted in the raising of an initial $6,400, purchase of a suitable tract of land, and completion of a definite, long-range plan.

Step by step the "Memorial Recreation Park" is being developed. First came a swimming pool, really a swimming hole gouged out of the hillside. The pool was finally soil cemented, a wonderful economy idea for small communities. In the first year more than 200 little beginners were taught to swim.

The bathhouse, an inexpensive but functional plan designed by the State Recreation Department, was constructed by voluntary help. Next came a field for softball and football, then a playground, and picnic areas.

Qualified leadership has been employed from the beginning, and community interest continues to grow. An annual community play-day, when all families come together, attracts more people each year. The annual bazaar conducted by all organizations in the town not only nets most of the $4,005 annual budget ($700 is appropriated from tax funds), but is the outstanding community social event of the year.

Residents, once apathetic, have learned to work and play together.

Maple Corner, a little community of farming folk, requested help from the State department. Interest in the Grange had died down; the Grange hall needed repair and had a mortgage. A few community leaders recognized the need for some kind of recreation program.

Suggestions were made; an organization was formed. The program included one money-making event a week and the rest "for fun." Now the mortgage is paid off, $300 spent for a new furnace, the wood cut for winter and the program is going full speed.

How did they raise the money? They had square dances, beanhole suppers, a wonderful auction, and lots of willing workers and interested volunteers. Best of all, the 100 folks in the village have worked together for the first time in years. They have many family get-togethers, since there are no baby-sitters in this community. The young chairman says, "It's been work but most of all, it's been fun."

In a number of instances, communities have been advised to remodel existing facilities for recreation centers. Small towns often cannot afford new and expensive facilities. Abandoned schools and churches frequently can be economically remodeled. Community work bees have transformed drab buildings, long in disuse, into real community centers.

In several towns the men have gone into the woods to cut lumber for their building projects while the women have scrubbed and painted or provided meals for the work bees. These buildings take a new lease on life, and the community spirit resulting does much to weld the town or village together.

Qualified leadership is always necessary for good recreation. The State Recreation Department recruits and refers workers and conducts training institutes, workshops, and clinics. Every June an intensive training course is conducted for summer playground leaders. This year eighteen towns sent 127 workers. A clinic is held annually for leaders from agency and private camps. Vermont camp problems and programs are discussed and demonstrated.

Every fall a series of social recreation leadership training demonstrations are conducted throughout

the State. These short courses are designed, through actual demonstration, to give "know how" to volunteer or agency leaders and new ideas to experienced recreation workers in rural communities. Eight hundred forty-seven leaders from ninety towns attended last year's demonstrations. One rural minister and a carload of parishioners drove seventy-five miles each night to attend sessions in the area.

Workshops for hospital recreation and disability groups, institutional recreation, and for special recreation skills are held throughout the year.

The wave of country dance interest has swept over Vermont as other sections of the country. An annual statewide country dance festival focuses attention on the revival and retention of the State's traditional square and contra dances. More than 3,000 persons from all parts of the State participated in the department's spring festival.

Advice on specific problems or programs frequently is sought through correspondence or consultation. The range of queries is a wide one. A Junior Woman's Club requests help with a local community playground project. Where shall we locate the playground? What do we need for equipment? Where will we get leaders? How shall we finance the program? These are among the questions asked. Population trends, safety, and suitability of the proposed site influence the initial planning recommendations. Minimum equipment, qualified leadership, and money-raising events are suggested, along with a community-wide organization.

Other requests for help might be for a program or a demonstration of social recreation for a Pomona Grange; a PTA home play plan; suggestions for a community-wide Hallowe'en, Christmas, or Fourth of July celebration; advice as to the best surfacing for a tennis court, as to a youth center organization, or recreation programs for the aging, or on an evening of recreation for the women legislators.

The mails continue to bring such questions as how to build an outdoor fireplace, how to select a church play, where to get a camp counselor, what kind of equipment to use—along with pleas for help with organization and program.

The services rendered cover a wide and varied field. Every effort is made in helping communities with their own recreation programs and in developing their own capacities for creative living.

Vermont's Recreation Board is comprised of three members appointed by the Governor. An Advisory Committee of thirty lay people, representing all sections of the State, helps to interpret the department's work. The present staff of the department consists of the Director and an office assistant, with occasional assistance from part-time specialists.

The newer interpretation of national defense, concepts of morale, the economic and social forces of technology, and the intricacies of modern living make it necessary for recreation to assume an ever-increasing importance as a living force in a democratic society. The Vermonters in Canaan, Calais, Concord, Corinth, Coventry, Eden, and Jericho, along with all the other villages and towns in the State, want to make their communities better places in which to live. They recognize the inevitability of the State's responsibility for offering a practical form of State recreation administration, in order that the most will be made of all available and possible resources for development of recreation on the local level.

State recreation has no single formula. However, the provision for permanency, continuity, and integrity of recreation guidance, as a separate and necessary public function of State government is a definite trend.

The late John G. Winant once said: "If life, liberty and the pursuit of happiness are the ends for which governments are created, surely the opportunity to use leisure that we may prolong life and to play that we may understand the rights of others, and to do both so that our children and ourselves may enjoy greater happiness, lies well within the province of the State."

If life, liberty, and the pursuit of happiness are the ends for which governments are created, then aid for recreation must have its dignified and rightful place among State services.

Budget Preparation

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sent out to the agencies immediately. If the agencies were able to begin work on these forms then, it would serve to spread out the work of preparing the budget estimates.

Another suggestion was that the program-explanations phase of the budget document be submitted to the Legislature when it meets, even though the complete document may not then be ready for submission. Since the budget format is planned so that the program section may be submitted separately, it is expected that this suggestion will be followed.

The work around the justifications forms indicated that there is need for central offices of such departments as Welfare to give a degree of guidance and assistance in developing uniform standards of measurements for the institutions' programs. In addition, these central offices need to inform the institutions as to any plans they have for them which should be reflected in their budget requests and as to goals the institutions should aim for in making their budget requests.

To repeat, the final results remain to be weighed. But we believe the approach has been constructive.

Rent Control

(Continued from Page 251)

local governing body resolution states that Federal rent control is necessary in order to meet its housing shortage. Such resolutions then are sent to me in Washington.

Critical defense-housing areas are given maximum protection under the new law—Congress having concluded that it is in these areas that the impact of the housing shortage would impede defense activities. It is in them that the economics of the critical shortage and the action of a few unscrupulous landlords, if not clamped down on, mean untold suffering for many others—the many others who swarm into an already overcrowded city, searching for housing after their day is done at a booming war plant, and the servicemen stationed in localities where housing for their loved ones can be had only at rents beyond their reach. It is these thousands of individuals and their importance to mobilization that Congress had in mind when it wrote its section on "critical defense housing areas."

Congress calls for rent control on all rental housing in areas which are jointly designated as critical by the Secretary of Defense and the Director of Defense Mobilization. This means that in critical areas, every type of rental housing unit without exception is subject to Federal rent control, including housing units exempt from control by law in other areas. Included, then, among controlled units would be rooming houses, apartments, hotels, motels, trailer courts, converted units, and new housing. In ordinary rent control areas, as under the old law, controls do not cover new construction after February 1, 1947, and do not control motor courts and trailer space.

But, before controls can be established on housing in these "critical defense housing areas," Congress stipulates that real estate construction credit controls under Regulation X must first be relaxed. In that way, new housing is encouraged. Credit relaxation already is effective in forty areas. The Critical Areas Committee, which is to recommend critical areas for certification to the Defense Secretary and the Defense Mobilizer, began to make its first recommendations in September.

Under the old law, Congress eliminated rent ceilings on all housing that would be constructed after February 1, 1947.

States and local governing bodies may by law or resolution cause decontrol even in critical defense housing areas. However, Congress put a limitation on this which gives the Secretary of Defense and the Defense Mobilizer a veto power after thirty days of decontrol. They can recertify the area as critical, and Federal rent controls then can be reinstituted.

States can operate their own rent control programs to supplant Federal rent controls. In these States, Federal rent controls cannot be established even for "critical defense housing areas" unless the rent index for the State in question has increased more during a six months' period than the increase of the United States average.

Communities in many States, noting that their housing problems are worsening, swelled by the inmigration of both servicemen and defense workers, are asking me to reinstitute ordinary Federal rent control. This was the case in Bangor, Maine, where air bases have been reactivated; the city council and the rent advisory board requested recontrol last June, and got it. In Presque Isle, Maine, another defense area, the rent advisory board and the local governing body can ask for reestablishment of control where it is new. This happened in Hancock County, Indiana, at the request of the advisory board on June 1.

To be effective, the rent control program requires the cooperation of State Legislatures and local governing bodies. The new rent law gives them wide authority, and consequently wide responsibility, to see that housing shortages in their States do not hinder the mobilization program or contribute to inflation.

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State	Amount (in millions)				Per cent change		1951 amount per capita[3]	1951 as per cent of income payments in 1950[3]
	1951 (Prelim.)	1950[1]	1949[1]	1942[1]	1950 to 1951[2]	1942 to 1951[2]		
Total	$8,932	$7,929	$7,376	$3,903	12.6	128.9	$59.59	4.2
Alabama	117	116	108	52	0.9	126.4	38.19	4.6
Arizona	67	48	47	24	39.1	179.9	88.75	7.1
Arkansas	92	85	81	41	8.5	125.6	48.30	5.8
California	958	811	752	333	18.1	187.3	90.50	5.2
Colorado	100	89	85	38	12.2	160.8	75.74	5.4
Connecticut	124	106	94	58	17.3	114.5	61.74	3.5
Delaware	28	26	16	11	9.1	159.9	88.43	4.6
Florida	205	170	138	60	20.7	243.0	74.13	6.1
Georgia	153	125	109	59	22.4	159.5	44.30	4.6
Idaho	34	30	30	13	13.5	160.9	57.97	4.5
Illinois	419	380	376	231	10.3	81.6	48.12	2.7
Indiana	239	203	175	97	17.7	146.9	60.70	4.2
Iowa	162	146	139	71	10.9	129.0	61.96	4.3
Kansas	123	119	102	45	3.1	172.1	64.59	4.8
Kentucky	123	107	101	54	14.5	129.7	41.74	4.6
Louisiana	262	241	223	81	8.8	223.0	97.66	9.3
Maine	43	42	40	23	3.7	88.0	47.23	4.0
Maryland	144	131	120	49	9.7	196.2	61.54	4.3
Massachusetts	294	235	225	124	25.3	137.2	62.75	3.9
Michigan	453	393	377	184	15.2	146.2	71.06	4.5
Minnesota	216	189	163	91	14.3	136.0	72.28	5.4
Mississippi	101	87	87	42	15.6	140.7	46.40	6.6
Missouri	181	162	152	83	11.3	118.4	45.65	3.2
Montana	34	30	26	14	12.7	140.1	57.47	3.5
Nebraska	53	54	44	24	—2.8	122.1	39.65	2.7
Nevada	13	11	9	5	19.4	181.4	81.71	4.4
New Hampshire	23	20	20	13	13.7	67.1	42.25	3.4
New Jersey	168	148	141	105	13.6	60.4	34.74	2.2
New Mexico	59	51	45	18	16.0	223.8	86.98	7.7
New York	914	892	746	484	2.5	89.0	61.65	3.2
North Carolina	256	213	211	99	20.2	158.2	62.94	6.6
North Dakota	42	39	36	19	8.4	126.4	68.57	5.2
Ohio	419	380	360	229	10.3	82.8	52.68	3.3
Oklahoma	176	158	144	74	11.3	139.5	78.86	7.4
Oregon	110	100	98	36	9.9	205.0	72.12	4.7
Pennsylvania	498	439	445	291	13.4	71.5	47.45	3.1
Rhode Island	43	38	40	17	12.4	152.4	54.34	3.5
South Carolina	104	90	92	45	15.3	132.3	49.03	5.9
South Dakota	42	38	30	15	10.6	182.4	64.28	4.9
Tennessee	166	150	140	54	10.5	209.1	50.30	5.2
Texas	352	315	311	138	11.8	155.0	45.68	3.6
Utah	50	44	43	21	14.5	143.4	72.48	5.7
Vermont	22	20	18	11	8.5	96.5	58.64	4.9
Virginia	162	147	131	65	10.6	147.7	48.83	4.5
Washington	226	201	196	90	12.2	150.9	95.03	5.8
West Virginia	107	94	102	57	13.9	88.5	53.38	5.1
Wisconsin	233	198	190	110	18.2	111.3	67.97	4.7
Wyoming	22	18	16	7	25.0	198.9	75.99	5.0

*Source: *State Tax Collections in 1951*, August, 1951. NOTE: Because of rounding detail does not always add to total.

[1]Computed on the basis of amounts rounded to the nearest thousand. Per capita figures for 1951 are based on 1950 Population Census figures shown in table 6; those for 1942 are based on estimated total population of the 48 states on July 1, 1941 (132,300,000; excludes armed forces overseas).

[2]Computed on the basis of amounts rounded to the nearest thousand.

STATE TAX COLLECTIONS, BY MAJOR SOURCE AND BY STATE: 1951*

(Dollar amounts in thousands)

State	Total	Sales and gross receipts	Licenses	Individual income	Corporation net income	Property	Death and gift	Severance	Other taxes
Number of States using tax	48	48	48	31	33	45	47	24	22
Total	$8,932,308	$5,269,205	$1,358,713	[1]$810,064	[1]$682,151	$345,979	$195,616	$221,710	$48,870
Alabama	116,921	79,030	14,442	[1]12,903	[1]903	7,403	336	852	1,052
Arizona	66,524	38,734	5,545	[1]9,558	[1]190	12,372	125	.....	.....
Arkansas	92,237	64,139	12,157	4,007	7,879	461	86	3,508	.....
California	958,093	625,444	78,267	75,516	98,428	57,157	22,338	943	.....
Colorado	100,357	60,190	11,784	12,397	6,535	6,970	2,463	18	.....
Connecticut	123,931	81,631	16,758	.....	18,646	388	6,508	.....	.....
Delaware	28,129	8,121	7,676	9,087	.....	771	2,474	.....	.....
Florida	205,448	155,907	39,638	.....	.....	4,466	2,121	53	3,263
Georgia	152,579	97,351	10,313	14,806	21,781	7,467	861	.....	.....
Idaho	34,121	16,326	5,317	6,393	3,500	2,146	253	186	.....
Illinois	419,249	353,507	56,827	.....	.....	297	8,618	.....	.....
Indiana	238,803	189,045	33,790	.....	.....	11,747	3,004	427	790
Iowa	162,407	103,857	33,105	18,582	2,961	149	3,649	.....	[2]104
Kansas	123,057	82,863	18,411	10,224	3,644	6,557	1,122	236	.....
Kentucky	122,911	71,911	13,705	14,789	9,400	10,104	2,206	146	650
Louisiana	262,069	149,607	20,766	[1]19,955	(1)	12,115	1,537	58,089	.....
Maine	43,160	25,235	10,268	.....	.....	5,962	1,691	.....	4
Maryland	144,178	83,010	19,716	20,808	12,283	4,236	2,922	.....	1,203
Massachusetts	294,340	97,739	[3]93,599	65,798	[3]26,309	127	10,453	.....	315
Michigan	452,749	343,753	71,254	.....	.....	28,189	8,700	853	.....
Minnesota	215,581	85,085	31,901	42,898	19,154	11,484	3,757	21,176	126
Mississippi	101,105	72,541	7,689	4,222	8,841	1,230	291	6,291	.....
Missouri	180,511	116,430	28,205	[1]26,888	(1)	6,404	2,584	.....	.....
Montana	33,967	16,721	4,731	4,435	2,615	3,682	696	1,087	.....
Nebraska	52,558	31,296	4,427	.....	.....	15,975	31	.....	829
Nevada	13,081	7,374	3,312	.....	.....	2,210	.....	84	101
New Hampshire	22,528	11,870	5,957	2,548	.....	1,269	877	4	[2]3
New Jersey	167,963	94,679	60,746	.....	.....	2,985	9,553	.....	.....
New Mexico	59,250	41,635	7,667	2,056	1,303	3,525	258	2,792	14
New York	914,347	308,667	125,163	247,692	167,280	1,936	32,426	.....	31,183
North Carolina	255,667	141,432	36,505	30,148	39,101	5,133	3,300	.....	48
North Dakota	42,488	25,577	7,623	3,812	1,351	3,986	139	.....	.....
Ohio	418,657	327,249	70,115	.....	.....	17,395	3,898	.....	.....
Oklahoma	176,128	104,352	27,087	8,766	8,289	[2]6	3,284	24,344	.....
Oregon	109,718	33,500	23,086	35,946	14,538	21	2,003	624	.....
Pennsylvania	498,106	238,226	139,710	.....	91,495	1,790	26,194	.....	691
Rhode Island	43,034	27,308	[4]7,033	.....	[4]6,678	.....	2,015	.....	.....
South Carolina	103,790	66,126	9,249	12,016	13,552	1,512	546	.....	789
South Dakota	41,961	34,594	3,967	.....	150	2,035	504	711	.....
Tennessee	165,583	119,988	26,300	3,761	12,201	[2]140	2,963	.....	[5]230
Texas	352,224	169,163	47,532	.....	.....	30,423	5,233	97,608	2,265
Utah	49,928	28,322	4,291	5,992	2,485	7,113	303	1,422	.....
Vermont	22,151	11,032	4,920	3,542	1,360	350	517	.....	430
Virginia	162,049	70,565	27,019	24,784	25,466	8,829	1,841	147	3,398
Washington	226,081	187,378	20,828	.....	.....	14,179	3,120	.....	576
West Virginia	107,053	91,250	13,542	.....	.....	221	1,247	.....	793
Wisconsin	233,460	66,329	32,935	55,735	53,833	18,139	6,367	109	13
Wyoming	22,076	13,116	3,835	.....	.....	4,923	202	.....	.....

*Source: *State Tax Collections in 1951*, August, 1951.

[1]Combined corporation and individual income taxes as reported by 4 States—Alabama, Arizona, Louisiana, and Missouri—are tabulated with individual income taxes. Amounts shown as corporation tax for Alabama and Arizona represent only taxes on financial institutions.

[2]Back taxes only; not counted with "Number of States using tax."

[3]Amounts for corporation excise taxes and surtaxes measured in part by net income and in part by corporate excess are tabulated with license taxes.

[4]Corporate excess tax is included with corporation net income tax.

[5]Not complete; includes license taxes on amusements and "other" licenses and documentary and stock transfer taxes.

The Statehouse as a School

(*Continued from Page 248*)

leadership themselves? Indeed, is it not to raise the level of public leadership and public intelligence in this very manner that we establish and maintain our colleges and our State universities?

There are also political risks which deserve mention. State political leaders must use such training and recruitment programs not for party objectives but for statesmanlike purposes. Converted to political patronage instead of governmental improvement, State-trained interns would become discredited.

In spite of the prospects of administrative efficiency, and financial savings to the States, there are also financial costs which must be provided. Interns, if they are to be valuable administrative aides, must be paid, not always at the going rate for public employment, but not too modestly either. The associated university fellowships, professorships, educational directorships, and supervisory facilities of high professional standard are expensive, though worth while. These costs cannot be defrayed from the already cramped university budgets. Professors of political leadership, trained trainers of our public servants, respect their work, but normal university salaries will not hold them, and the training programs run the risk of relaxed professional standards. Nor can these programs continue to be subsidized by private foundations, as they have been in the past during their demonstration stage.

Statehouses which recognize these opportunities can become schools devoted to education for the task of governing the commonwealths of the country. This is one of the best ways by which our States may constantly refresh their governmental leadership and replenish their administrative talent.

Televising the Legislature

(*Continued from Page 250*)

comment of those was that the people of Oklahoma appreciated the public service that was being rendered them by WKY-TV, and were not only enjoying the legislative telecasts, but were taking a new interest in State government.

Needless to say, Legislators sometimes receive criticism as well as commendation from citizens. Sometimes, moreover, the reaction from individuals of the television audience may reflect insufficient grasp of issues involved. There are dangers, of course—for example, the danger that oversimplified public impressions may result from televising only one part of a given debate, or that dramatic skill may outweigh other qualities in impressing some of the audience. But most new technical developments involve some perils and are subject to abuse.

Television unquestionably brings lawmakers and the public into closer contact. It increases the ability of the people to form their own judgments of legislative actions, not depending wholly on second-hand accounts or some other individual's interpretation. Sound programming, with care by the Legislature itself to bring truly representative examples of transaction of important public business to the public, can minimize any dangers. In Oklahoma most of us are convinced that solid values fully justify legislative television—that it is a genuine tool of democracy, for keeping government close to the people.

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